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UNFPA

UNITED NATIONS POPULATION FUND
PROPOSED PROJECTS AND PROGRAMMES

Recommendation by the Executive Director
Assistance to the Government of Paraguay
Support for a comprehensive population programme

Proposed UNFPA assistance:	$5 million, of which $2.5 million would be programmed from UNFPA regular resources. UNFPA would seek to provide the balance of $2.5 million from a combination of UNFPA regular resources and other resources, including multi-bilateral resources, when and to the extent such additional resources become available.
Estimated value of the Government's contribution:	To be determined
Duration:	Four years
Estimated starting date:	January 1993
Executing agencies:	Government of Paraguay United Nations and United Nations agencies and organizations National and international non-governmental organizations (NGOs)
Government coordinating agency:	Ministry of Planning

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PARAGUAY

Demographic facts

Population Total (000)	
Total	4,277
Males	2,166
Females	2,111
Sex ratio (/100 females)	102.6
Urban	2,030
Rural	2,247
Per cent urban	47.5
Population in year 2000 (000)	5,538
Functional age groups (%)	
Young child: 0-4	15.4
Child: 5-14	25.0
Youth: 15-24	19.6
Elderly: 60+	5.4
65+	3.6
Women: 15-49	24.1
Median age (years)	19.7
Dependency ratios: total	78.4
(/100) Aged 0-14	72.0
Aged 65+	6.4
Agricultural population density (/hectare of arable land)	0.93
Population density (/sq. km.)	11
Average annual change (000)	
Population increase	123
Births	151
Deaths	29
Net migration	1
Annual population total (% growth)	2.69
Urban	4.01
Rural	1.43
Crude birth rate (/1000)	33.0
Crude death rate (/1000)	6.4
Net migration rate (/1000)	0.2
Total fertility rate (/woman)	4.34
Gross reproduction rate (/woman)	2.12
Net reproduction rate (/woman)	1.94
Infant mortality rate (/1000)	39
Life expectancy at birth (years)	
Males	65.1
Females	69.5
Both sexes	67.3
GNP per capita (U.S. dollars, 1989)	1,030

Sources: Population density on arable land is derived from two publications issued by the Food and Agriculture Organization of the United Nations: FAO Production Yearbook 1985 and World-wide Estimates and Projections of Agricultural and Non-Agricultural Population Segments 1950-2025, ESS/MIS/86/2; gross national product per capita: World Bank, World Development Report 1991. Figures for population, total population by sex, population by age group, age indicators, urban-rural population, and population density (/sq. km.) refer to the year 1990; figures for average annual change, rate of annual change, and fertility and mortality are the five-year averages for 1990-1995. These data are from the Population Division, Department of International Economic and Social Affairs of the United Nations, World population prospects: 1990.

I. SUMMARY

1. The United Nations Population Fund (UNFPA) proposes to support a comprehensive population programme in the amount of $5 million, of which $2.5 million would be committed from UNFPA regular resources, over a four-year period, starting January 1993, to assist the Government of Paraguay in achieving its population and development objectives. UNFPA would seek to provide the balance of $2.5 million from a combination of UNFPA regular resources and other resources, including multi-bilateral resources, when and to the extent such additional resources become available. This would be the third cycle of UNFPA assistance to Paraguay.

2. The proposed programme has been designed to fit within the Government's evolving population strategy. This strategy is an integral part of the social development efforts that are basic to the current democratization process in Paraguay. The proposed UNFPA programme is based on the findings and recommendations of the Programme Review and Strategy Development (PRSD) exercise that included a mission to Paraguay in September 1991.

3. The long-range objectives of the proposed programme are to contribute to the Government's efforts to reduce maternal mortality, reduce adolescent pregnancy and improve the status of women. The immediate objectives are: (a) to increase the availability, understanding and utilization of population data among key decision makers at the national and regional level, in particular as regards the links between population and development; (b) to improve reproductive health, especially among poor rural women and adolescents, by increasing the availability and quality of family planning services; (c) to enhance the understanding and support of activities to improve reproductive health among decision makers and the general public; and (d) to increase the participation of women's organizations and groups in population programmes. The proposed programme would also support the Government's efforts to elaborate a population policy and formulate and implement a comprehensive national population programme.

4. All projects under the proposed programme, as in all UNFPA-assisted programmes, would be undertaken in accordance with the principles and objectives of the World Population Plan of Action; that is, that population policies should be consistent with internationally and nationally recognized human rights of individual freedom, justice and the survival of national, regional and minority groups (para. 14 (d)); that respect for human life is basic to all human societies (para. 14 (e)); and that all couples and individuals have the basic right to decide freely and responsibly the number and spacing of their children and to have the information, education and means to do so (para. 14 (f)).

II. BACKGROUND

5. Demographic trends. The current population of Paraguay is estimated at 4.3 million and is growing at an annual rate of 2.7 per cent, one of the highest in South America. Over the period 1960 to 1990, the average annual growth rate was 3.0 per cent, reaching a high of 3.2 per cent a year between 1975 and 1985. The rate dropped to 2.9 per cent in 1985-1990 and, according to the United Nations medium-variant projection, will average 2.6 per cent a year for 1990-2000. This will result in a total population of 5.5 million by the year 2000. The United Nations projection for the year 2025 is 9.2 million, more than double what it is today. Fertility remains high at 4.3 children per woman (6.1 in rural areas and 3.6 in urban areas), having declined only moderately from 5.05 since 1975-1980. Maternal mortality is also very high at 380 per 100,000 live births.

6. Approximately 98 per cent of the population occupies 50 per cent of all arable land, and the past 20 years have seen an increased concentration of the population within that half of the country. Paraguay is characterized by a high rate of urbanization, with the urban population growing at nearly three times the rate of the rural population (4 per cent versus 1.4 per cent, respectively). Although the majority of the population currently lives in rural areas, by the year 2000, 55 per cent of the population will be urban, of which a large majority will live in and around the capital city of Asunción.

7. Following an eight-year hiatus, during which family planning services were not legally available, in 1985 the Government initiated a family planning programme as part of its maternal and child health (MCH) programme, offering such services in the health posts and health centres of the Ministry of Public Health and Social Welfare. Coverage of such services is low, however, especially in rural areas, where only 40 per cent of the population has access to health services. The contraceptive prevalence rate is approximately 33 per cent for all methods and 24 per cent for modern methods. According to a 1990 demographic and health survey, 28 per cent of those using modern methods get their contraceptives through pharmacies, while less than 20 per cent get them through the public health system. The survey also found that as many as 43.4 per cent of married women did not want more children, with no significant difference between rural and urban women. At the time of the survey, 17 per cent of females between the ages of 15 and 19 were either pregnant or already a mother.

8. These above data suggest an unsatisfied demand for family planning services, which appears to be growing relatively fast under the present socio-political circumstances, which foster greater openness and increasing social communication and awareness. The major challenges facing family planning programmes thus are: (a) to increase and improve health services for women and the family; (b) to strengthen the capacity of the Government and non-governmental services to respond to that demand; and (c) to coordinate the participation of women's organizations in channelling needs in family planning.

9. The current per capita gross domestic product (GDP) is about $1,000. Real growth in GDP in 1991 is projected at 2 per cent, compared to 3.5 per cent in 1990, 5.8 per cent in 1989 and 6.2 per cent in 1988. This trend is due primarily to the slow growth of agricultural output (0.5 per cent in 1990), which is the mainstay of the Paraguayan economy. Agriculture and cattle raising account for 29 per cent of the national income and employ some 48 per cent of the labour force. More than 50 per cent of the population lives in rural areas, and a much higher percentage depends on the nation's agricultural output.

10. An austerity policy aimed at reducing inflation has been moderately successful, but it has required maintaining a relatively low level of government expenditure for social programmes. As a result, in 1991 the health and education sectors received only 1.6 per cent and 5.2 per cent, respectively, of the public sector budget. The proportion for health care was even less the year before, constituting only $25 million out of a total public sector budget for 1990 of $1.9 billion. Paraguay has managed to reduce its foreign debt somewhat in recent years (from $2 billion in 1990 to $1.7 billion in 1991), but debt service costs remain high and import expenditures continue to exceed export earnings by a slight margin.

11. The consequences of economic hardship are evident in the country's social and health infrastructure, particularly in the countryside and especially as concerns rural women. In rural areas, only 7 per cent of the population has access to safe drinking water (compared to 25 per cent nationwide), less than 50 per cent has access to electricity, and only 40 per cent is within reach of health services. Nationwide, approximately 50 per cent of the children in primary school will not get through the sixth grade, and roughly a third of the teachers

do not have a formal education. Some 22 to 24 per cent of the population is illiterate, 60 per cent whom are women and 70 per cent of whom are rural women.

12. The relationship between the size and distribution of the population and the use of potential and available resources is a key to future development policies and goals. Two fundamental concerns affecting such policies and goals are land reform and internal and external migration, both of which are currently under discussion. Concerning the latter, the Government has been concerned with the settlement of close to a half a million Brazilian farmers along the country's eastern border over the last decade. While internal migrations are basically rural-urban, the recent establishment of a number of rural settlements by landless peasant families has required government action in order to provide the necessary social infrastructure.

13. The evolving political and democratic transition in Paraguay has produced new initiatives, among government leaders and the general public alike, aimed at improving social conditions as well as finding long-postponed solutions to social problems. Although Paraguay has neither an official population policy nor a medium- or long-term development plan, there is an emerging awareness of the importance of population issues in socio-economic development. Other positive developments that are likely to increase the potential impact of population activities in Paraguay include the adoption of strategies favouring intersectoral coordination, an increasing commitment to private-public cooperation and to community participation, and an increasing awareness of the need to enhance the role and status of women in society.

III. REVIEW OF UNFPA AND OTHER ASSISTANCE TO DATE

14. UNFPA assistance to Paraguay began in 1974 and until 1979 was provided on a project-by-project basis, with support totalling $150,000. Based on the findings of a 1978 needs assessment mission, the first country programme was elaborated for the period 1979-1982, and later extended until 1987. The programme had a budget of $6 million, of which $4.8 million had been implemented by 1987.

15. A 1987 UNFPA needs assessment and programming mission formulated the second country programme for the four-year period 1988-1991, which was approved by the Governing Council in the amount of $3.1 million. The overall objectives of the programme were: (a) to consolidate, strengthen and build upon the achievements of the past programme; (b) to raise the understanding of population issues within the country; (c) to strengthen both the country's infrastructure and human resources as regards population activities; (d) to enhance the participation of women in income-generating activities; and (e) to address the demand for family life education and services in rural areas. The programme was subsequently extended by one year to 1992.

16. Political changes in Paraguay since 1989 have improved the conditions for moving towards a more comprehensive population programme despite the absence of a formal population policy. During 1990-1991, several independent evaluations of UNFPA-supported population activities were conducted, and the results were used to modify project implementation as well as to prepare for strategies that reflect new political realities.

17. UNFPA's overall support to Paraguay has contributed to: (a) the improvement of maternal and child health and family planning (MCH/FP) services, with special emphasis on women's health within primary health services; (b) the inclusion of population education in the school curriculum; (c) the development of the National Directorate of Statistics and Census (DGEEC); and (d) the consolidation of the role of community

organizations in promoting women's role in rural development. The major constraint encountered has been the lack of leadership in population-related matters within the Ministry of Planning.

Maternal and child health and family planning

18. Under the first country programme, activities concentrated on improving maternal and child health services in 4 of the 15 health regions. UNFPA's support helped to improve training of medical and paramedical personnel in rural communities, and improve the supervision of MCH services and to elaborate norms and procedures for MCH/FP. However, little progress was made in improving international support for health services, and family planning was limited essentially to natural methods.

19. Under the second country programme, which began in 1988, modern contraceptive methods were included in UNFPA-supported family planning activities. In 1990, during a tripartite project review, it was agreed that the family planning part of the MCH/FP activities should be strengthened and that family planning targets should be adjusted to reflect the increasing demand for services. UNFPA's support has helped not only to improve MCH/FP services but also to see that more emphasis is placed on women's health within primary health services. It has also contributed to increasing the attention being paid to the very high levels of maternal mortality in Paraguay.

Information, education and communication

20. UNFPA has supported population IEC activities within the formal education sector since 1979. Among the early achievements in this area was the incorporation of sex and family life education into the curricula of primary schools and of teacher training centres. During the second country programme, population education activities were consolidated and extended to the secondary and adult education levels. As a result of this support, population education is now included in the curriculum of the entire school system, teaching materials have been produced, and teachers have been trained. UNFPA assistance has also made it possible for the Government to initiate non-formal population education and communication activities, mainly through the Ministry of Agriculture and Livestock, the Ministry of Education, the Faculty of Economics at the National University and the local International Planned Parenthood Federation affiliate.

Data collection and analysis

21. The first UNFPA programme gave substantial support to the 1982 population census. Although UNFPA assistance did help to strengthen the National Directorate of Statistics and Census (DGEEC), this did not result in major quantitative and qualitative improvements in demographic data. The second country programme did not include significant financial support for census preparations. Nevertheless, UNFPA has supported some preparatory activities for the 1992 census. This has included strengthening the capacity of the statistical authorities through the training of personnel and provision of equipment and support for cartographic activities. UNFPA also supported a pilot civil registration project, which, among other things, helped provide the basis for the present Civil Registration Law.

Population policy formulation

22. Under the first country programme, UNFPA provided support to the Planning Secretariat (which later became the Ministry of Planning) to carry out research studies in the area of population and development. During the first years of the second country programme, UNFPA supported the Planning Secretariat in its

efforts to prepare the way for integrating population variables into the socio-economic planning process and to create the conditions necessary to initiate the formulation of a population policy. These activities encountered a number of difficulties and delays, however, partly due to the changes in government and in the leadership of the Ministry.

23. UNFPA has also supported the Faculty of Economics at the National University in organizing a population and development study programme. A post-graduate course in population and development was undertaken in 1990, and the Faculty has offered seminars and workshops to promote knowledge and analysis of population issues. The population and development study programme has increased its technical capacity and competence and is now able to support several of the other activities that receive UNFPA funding. The curriculum of the faculty has been revised and updated, and a new population and development study programme has been elaborated though not yet implemented. Once formally approved, the new study programme is to become a core requirement in all degree programmes of the Faculty.

Women, population and development

24. UNFPA has provided support to the Ministry of Agriculture and Livestock for agricultural extension services aimed at improving women's health and expanding their participation in rural development. Such activities have included training in the production and management of small-scale rural enterprises and the provision of health, family planning and sex education in many rural communities. UNFPA support has also been used to help organize and later expand women's clubs and groups. As a result, family planning is now on the agenda of many of the groups, in coordination and cooperation with the Ministries of Public Health and of Education. Moreover, activities based on small-scale production are now taking place in about 90 communities with the participation of some 5,000 women and their families. Such activities need to be consolidated and strengthened, however, in order to serve as an effective mechanism for family planning education.

Other external assistance

25. Paraguay has received very little population assistance from donors other than UNFPA. In 1990, UNFPA's support represented about 63 per cent of total allocations, while IPPF contributed close to 17 per cent of the total population assistance and the United States Agency for International Development (USAID) represented just over 5 per cent. Other contributors were the Packard Fund and Westinghouse. In addition to direct population assistance, UNICEF has supported MCH education activities in the public health sector. The Pan American Health Organization (PAHO) and USAID have also supported MCH activities. Switzerland and the World Food Programme (WFP) have collaborated in MCH food and nutritional assistance. In 1990, total external support to social development was $22 million, of which $1.4 million was for population-related activities.

IV. PROPOSED PROGRAMME 1993-1996

26. Paraguay does not have a comprehensive population policy, a national population programme or other medium- or long-term social programmes with specific goals. The proposed UNFPA programme is based on the definition of the major population issues, past UNFPA assistance and the strategies developed with the Government through the PRSD exercise in September 1991. The long-range objectives of the proposed programme are to contribute to the Government's efforts to reduce maternal mortality, reduce adolescent pregnancy and improve the status of women.

27. To achieve the objectives of the third country programme, and in addition to the sectoral strategies outlined below, overall strategies for the implementation of the programme would emphasize awareness creation, community participation, decentralization, public-private collaboration, intersectoral coordination as well as coordination among donor agencies. The strategic importance of rural development in Paraguay is reflected in the proposed programme. Several programme activities would be implemented within or in conjunction with rural or agricultural development programmes. Population IEC would be included in programmes promoting integrated rural development, thereby increasing the probability of reaching a larger number of poor rural people.

28. The proposed programme would assist the Government in strengthening its population management capacity, especially in the context of decentralization, and would include training in management as well as in programme planning and monitoring. It will also seek to include population components in programmes supported by other organizations, especially in regard to family planning and population IEC activities. The programme would offer a framework for other assistance, and UNFPA would support the Government in increasing international population cooperation with Paraguay.

Maternal and child health and family planning

29. The UNFPA programme would support the Government in improving the quality and coverage of reproductive health by integrating MCH/FP services into the primary health care system. The programme would complement the Government's efforts to decentralize the provision of MCH/FP services, strengthening and consolidating such services in each of the 15 health regions through the network of health centres and units. A primary aim of the programme would be to help make MCH/FP services an integral part of health care in each of these regions. To help the Government implement its strategy of decentralization, UNFPA would support management training in family planning for health personnel at both the regional and local levels of the public health system. Such training would also be provided for private-sector personnel, social workers in health, nutrition, community work or other relevant fields, traditional midwives and pharmacists. The programme would also focus on extending reproductive health services to adolescents, providing sex education and counselling in family planning and improving the quality and availabilityof the most appropriate contraceptive methods and family planning services.

30. In order to identify specific training needs and to ensure that the most appropriate services are being provided to the respective target groups, UNFPA would provide assistance to conduct research studies on socio-cultural factors influencing reproductive behaviour and family planning choices. The findings of such research would also be used to design effective and appropriate IEC activities directly related to, or directly supportive of, family planning service delivery.

31. UNFPA assistance would also include providing basic MCH/FP equipment for primary health care units. Many health centres and posts are today without the basic minimum equipment needed to be functional, especially in rural areas. The programme would also provide support to the administrative unit in the Ministry of Health and Social Welfare responsible for managing, supervising, monitoring and evaluating MCH/FP services at the national level. This would include management training and should be seen as part of a strategy to move towards self-reliance in the implementation of national reproductive health programmes.

32. The proposed programme would assist the Government in the area of contraceptive supply and distribution. The aim would be to support the Government in monitoring the changing needs for contraceptives in order to plan for future supplies. The above-mentioned studies of socio-cultural factors

influencing reproductive behaviour would be used in analysing future demand for family planning. UNFPA would support a contraceptive requirements study for 1993-2000, to be carried out in coordination with and, it is hoped, co-financed by other agencies that support family planning in Paraguay (USAID and IPPF).

33. UNFPA would also seek to support efforts to attain the goals of the National Plan for Reducing Maternal Mortality by, among other things, promoting the participation of women's groups in implementing the various activities of the Plan, assisting the formulation and implementation of support IEC activities and strengthening reproductive health services. The proposed programme would also consider introducing family planning into ongoing programmes in the areas of health, nutrition, education and agriculture. Such efforts would require increased coordination with other United Nations agencies, as well as with the World Bank, international NGOs and bilateral donors. Although AIDS is not at the present time a significant problem in Paraguay, information about the disease and how to prevent it would be included in counselling, service delivery and IEC activities.

34. UNFPA proposes to provide a total of $2.6 million to the MCH/FP sector, of which $1.35 million would be sought from other sources, including multi-bilateral sources.

Information, education and communication

35. Over the 1993-1996 programme period, special efforts would have to be made to increase population awareness in Paraguay. Large sectors of the society are unaware of population issues, whether related to health, women's welfare, environment or development. The proposed programme would support efforts to reach both the general public and specially-targeted groups through education, training and information. This would also be related to the overall efforts of the Government to improve the quality of human resources, which at present is seen as a major obstacle to development.

36. Population information is at an incipient stage in Paraguay. Most of the materials that exist are either inaccessible or inappropriate to target groups at the community level. In order to ensure that IEC activities have their desired impact, UNFPA would support the production of information materials specially tailored to meet the needs of the various target groups as well as the distribution of such materials among the different sectors of the population. These and other materials would also be designed for use by the press and mass media, for use at special events and campaigns, as well as in support of activities carried out by other donors and organizations active in the population field.

37. Adolescents, parents, workers, low-income women and men of reproductive age and, in particular, poor rural families would be the main target groups to be addressed. Activities would promote the involvement of the community as well as the participation of local NGOs in coordination with local and regional authorities. Activities in this area would be culturally and socially specific. Support for local initiatives in population communication such as radio programmes, bulletins and community events would be encouraged.

38. The proposed programme would continue to support formal population education implemented by the Ministry of Education. Of special importance would be efforts to assist the training of teachers in order to achieve an efficient use of the education materials developed during the past UNFPA programme. UNFPA would also support efforts by the educational system at the local level to continue to incorporate population education into school curricula. This would include support to activities aimed at increasing the technical capacity of regional education centres to teach population education and develop appropriate curricula.

UNFPA would further refine its assistance to formal population education activities based on the results of an evaluation during 1992 of the UNFPA programme to be carried out by the Ministry of Education and in accordance with priorities set by the Government's Commission for Education Reform once it completes its current review of the education system.

39. The proposed programme would support non-formal education activities in Paraguay aimed at reaching various target groups, particularly adolescents in rural and urban areas. Support in this area would also be related to the Government's efforts to reduce illiteracy through special programmes for basic adult education. Additional assistance would be provided to incorporate population issues into ongoing training courses in nutrition, agriculture and the environment. Moreover, in order to help create and strengthen local links between formal and non-formal education, UNFPA would support the training of members of Mothers Clubs and other groups functioning in close cooperation with local schools. These Mothers Clubs are organized into different committees (health, nutrition, income-generation, etc.), which are responsible for organizing activities at the community and school levels.

40. Total support to IEC activities under the proposed programme would be $1 million, of which $500,000 would be sought from other sources, including multi-bilateral sources.

Data collection and analysis

41. The 1992 census is a high priority for the Government. The proposed programme would support the analysis and publishing of census data. It would also assist the Government in its efforts to increase the capacity of local authorities to make use of census data in social development planning and programming. Special emphasis would be given to regional health authorities and to the Government's strategy of decentralization by supporting data collection activities aimed at determining regional rates of fertility, mortality and contraceptive prevalence, as well as regional demand for family planning services. These efforts would be coordinated with the above-mentioned contraceptive requirements study. UNFPA would also support, to the extent possible, surveys on various population-related indicators and population projections.

42. UNFPA proposes to provide the amount of $337,500 to this sector, of which $150,000 would be sought from other sources, including multi-bilateral sources.

Population policy formulation

43. Through the proposed programme, UNFPA would, in collaboration with other agencies, support central and local authorities in the formulation of social programmes that include population factors. UNFPA would also assist in formulating sectoral development policies. Support would be targeted to key decision makers and technical officials, both at the central and local levels, through training, workshops and seminars. To facilitate this, UNFPA would continue its support to the National University, which would organize such training for government officials. The University would also assist central and local authorities in establishing systems to supervise and evaluate social programmes, in undertaking population and environment and migration studies, and in supporting the Government's efforts to deal with environment and population issues.

44. UNFPA would support intersectoral and inter-institutional coordination of population activities, through the Ministry of Planning. For this purpose, the Ministry has established a multisectoral committee. The ultimate aim of these and the other activities in this sector would be to bring about the gradual move towards the formulation of a national population policy as well as a national population programme.

45. A total of $387,500 would be provided for population policy formulation, of which $200,000 would be sought from other sources, including multi-bilateral sources.

Women, population and development

46. Women, population and development issues would be included in all UNFPA-supported activities through the active involvement of women's groups and organizations in these activities. UNFPA would continue to support the rural extension activities of the Ministry of Agriculture and Livestock that are directed at improving the role of women in rural development. UNFPA's assistance would seek not only to expand such activities but also to ensure that the population components of the activities receive stronger emphasis. Training would focus on two specific groups: (a) planners and programme coordinators within the Government who are responsible for promoting the role of women; and (b) field personnel, agricultural extension workers, home educators and health promoters. The number of women's groups in Paraguay is expected to increase, and they are likely to play an important role in overall social development in rural areas in the coming years.

47. The proposed programme would give support to non-governmental women's organizations by building up their capacity to incorporate population issues into their ongoing activities. UNFPA would further support these groups by providing training that emphasizes reproductive health, community participation, programme management and gender analysis. These groups would also be assisted in efforts to deal with local environment and population issues.

48. UNFPA would provide $550,000 for women, population and development activities, of which $300,000 would be sought from other sources, including multi-bilateral sources.

Programme reserve

49. UNFPA proposes to set aside a $125,000 reserve to cover unanticipated needs that may arise during the implementation of the programme.

Programme coordination

50. At the national level, the implementation of programme activities would be coordinated by the Government through the Ministry of Planning and its multisectoral committee for coordination of population activities. UNFPA would support the Government, at its request, in coordinating international population assistance. The Fund would also maintain close contact with other donors both in order to promote the coordination of population assistance and to provide a framework for attracting additional funds for population activities in Paraguay. Close coordination would be maintained with all United Nations agencies, especially the members of the Joint Consultative Group on Policy (JCGP).

Programme monitoring, management and planning

51. The programme would include components designed to strengthen national management through training and institutional support and to enhance national capacity to implement programme activities. The proposed programme would be monitored and evaluated in accordance with standard UNFPA guidelines. All programme activities would therefore have built-in monitoring and evaluation components. Moreover, larger or innovative activities would be subject to in-depth independent evaluations. The new Government that is expected to take office by mid-1993 would review the programme together with UNFPA by the end of that year. Whatever the mode of execution, UNFPA will make full use of available and appropriate national and regional technical backstopping capacities, complemented by the country programme technical

support team that will become operational in 1992 as part of the UNFPA successor support cost arrangements approved by the Governing Council in decision 91/37.

Financial summary

52. UNFPA would provide assistance in the amount of $5 million during the period 1993-1996, of which $2.5 million would be programmed from UNFPA's regular resources. UNFPA would seek to provide the balance of $2.5 million from a combination of UNFPA regular resources and other resources, including multi-bilateral resources, when and to the extent such additional resources become available. The following table depicts how the programme would accommodate these two levels of funding:

	UNFPA regular resources $	Other resources $	Total $
Maternal and child health and family planning	1,250,000	1,350,000	2,600,000
Information, education and communication	500,000	500,000	1,000,000
Data collection and analysis	187,500	150,000	337,500
Population policy formulation	187,500	200,000	387,500
Women, population and development	250,000	300,000	550,000
Programme reserve	125,000	--	125,000
TOTAL	2,500,000	2,500,000	5,000,000

V. RECOMMENDATION

53. The Executive Director recommends that the Governing Council:

(a) Approve the programme for Paraguay in the amount of $5 million for the four-year period 1993-1996;

(b) Authorize the Executive Director to commit, subject to the availability of funds, an amount of $2.5 million from UNFPA's regular resources, over the period 1993-1996;

(c) Further authorize the Executive Director to seek to provide the balance of $2.5 million of the approved programme from a combination of UNFPA regular resources and other resources, including multi-bilateral resources, when and to the extent such additional resources from any of the above sources become available;

(d) Authorize the Executive Director to allocate the funds and make appropriate arrangements with the Government of Paraguay and with the executing agencies.